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# UNICEF EMERGENCY OPERATIONS

SUMMARY

The present report gives an overview of the nature and magnitude of the UNICEF response to emergencies in 1994, as well as a review of the progress made. The report also responds to issues raised by the Executive Board in 1994 at both its first regular session (see E/ICEF/1994/13 (Part I), paras. 108-112, and decision 1994/R.1/7) and annual session (ibid. (Part III), paras. 94-109 and decisions 1994/A/5 and 1994/A/8, paras. 5 (a) and (b)).

Chapter I reports on the scale of emergencies and the challenges of the response it places upon UNICEF and the world community. Chapter II focuses on UNICEF assistance provided to complex emergency countries and on the use of the Emergency Programme Fund. The major programme and policy issues that UNICEF has addressed as part of the overall exercise to enhance its emergency planning capacity are highlighted in chapter III, which also emphasizes inter-agency coordination and collaboration with the United Nations Department of Humanitarian Affairs, United Nations agencies and non-governmental organizations. Chapter IV summarizes the actions that UNICEF proposes to take to strengthen its response capacity. Chapter V reports on the proportion of emergency expenditures that contributes to meeting UNICEF development objectives.

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# I. OVERVIEW

1. Civil strife and ethnic warfare intensified world wide in 1994. Millions of non-combatants, most of them children and women, were placed at risk of death from violence, starvation and disease. Over 18 million people, including 7 million children, were compelled to flee their homes and countries to seek refuge elsewhere. Close to 25 million people are displaced internally within their own borders. Thus, in a world population of 5.5 billion, available data indicate that one in every 130 people on earth has been forced into flight.

2. Sub-Saharan Africa has eight ongoing conflicts, with the Horn of Africa in turmoil. In southern Africa, peace has come to South Africa and tentatively to Mozambique. However, to varying degrees both countries require international assistance for reconstruction, development, peace and democracy. Meanwhile, despite a cease-fire, fighting continues in Angola. In West Africa, austerity and structural adjustment, combined with the devaluation of the franc of the Communauté financière africaine are slowing the democratic process measures that lead to stability, peace and progress. Burundi and Rwanda, countries of appalling human tragedies in 1993 and 1994, continue to be inextricably linked, and the conflict in Rwanda could yet destabilize the region. The situation in Somalia is likely to flare up into further fighting, resulting in more population movements.

3. Europe has the most acute and potentially catastrophic emergency in the former Yugoslavia, where 4.3 million people, two thirds of them in Bosnia, are dependent on international assistance. The impact of the conflict will continue to increase as vulnerable populations face another winter under siege. Fortunately, Asia has few conflicts, although the situation in Sri Lanka remains of serious concern, in particular the escalation of violence coinciding with the period just before the elections. Latin America, relatively peaceful for some years, underwent a major crisis in Haiti in 1994 and will require substantial international assistance over the next few years. In addition to those complex emergency situations, a large number of countries remain vulnerable to natural disasters.

4. The international relief system is strained and faces increasing demands to meet ever-expanding humanitarian needs. In 1994, 10 per cent of official development assistance, estimated at about $5 billion, was channelled to support relief activities. Despite the massive international response, however, serious challenges to relief efforts remain. Hostile environments are impeding relief efforts. Increasingly, relief workers, including United Nations staff, are becoming the targets of violence. This changing environment brings to the forefront the need to improve working relationships between peace-keeping and humanitarian systems in emergency situations. There is a growing concern for improved management, the judicious use of resources and accountability in discharging responsibilities for humanitarian assistance. The present report attempts to show how UNICEF, in close collaboration with the Department of Humanitarian Affairs of the United Nations Secretariat with United Nations agencies and with non-governmental organizations and in partnership with concerned authorities and communities, responded to emergencies in 1994 and has

striven to enhance further its planning and implementation capacities for responding to emergencies in the coming years.

## II. UNICEF ASSISTANCE TO EMERGENCIES IN 1994

### A. Emergency programme expenditure

5. Table 1 provides data on emergency programme expenditure for the major complex emergency countries for 1991-1993 and for staffing in 1993 and 1994. Projected expenditure in 1994 is expected to be around $200 million, compared with $223 million in 1993. The slight decline expected in total expenditure may be accounted for by the reduction of emergency activities in countries such as Ethiopia, Kenya and Mozambique undergoing transition from relief to rehabilitation and development. Emergency expenditure in 1994 will also probably show a decline in countries such as Afghanistan, Iraq, Liberia and Somalia, where inter-agency appeals have not been adequately funded. On the other hand, expenditure has risen in Burundi, Haiti and Rwanda.

6. UNICEF assistance to complex emergencies in Armenia, Azerbaijan, Georgia and Tajikistan in 1994 will amount to around $5 million.

Table 1. UNICEF's emergency programme expenditure and staffing, 1991-1994

| Region/country | Programme expenditure a/ (Millions of United States dollars) | | | Staff engaged in emergency operations | | UNICEF staff locations |
|---|---|---|---|---|---|---|
| | 1991 | 1992 | 1993 | 1993 | 1994 | 1994 |
| Afghanistan | 9.4 | 6.8 | 11.0 | 135 | 138 | 3 |
| Angola | 6.4 | 7.7 | 10.7 | 109 | 178 | 5 |
| Burundi | - | - | 0.1 | 7 | 27 | 1 |
| Ethiopia | 7.5 | 10.2 | 5.8 | 9 | 3 | 5 |
| Haiti | - | 0.8 | 2.3 | 55 | 57 | 1 |
| Iraq | 22.0 | 27.6 | 52.2 | 96 | 89 | 4 |
| Kenya | 0.1 | 6.3 | 12.0 | 102 | 107 | 1 |
| Liberia | 4.5 | 10.9 | 9.3 | 164 | 101 | 1 |
| Mozambique | 6.9 | 10.2 | 12.5 | 11 | 5 | 3 |
| Rwanda | - | - | 1.6 | 7 | 113 | 1 |
| Somalia | 3.5 | 27.3 | 31.1 | 162 | 205 | 5 |
| Sudan | 20.4 | 20.1 | 25.4 | 135 | 109 | 10 |
| Former Yugoslavia b/ | 0.2 | 13.3 | 19.4 | 126 | 146 | 9 |
| Subtotal | 80.9 | 141.2 | 192.7 | 1 118 | 1 278 | 49 |
| Other emergencies | 29.8 | 25.4 | 29.8 | | | |
| Total | 110.7 | 166.6 | 222.5 c/ | 1 118 | 1 278 | 49 |

a/ Figures for 1994 were unavailable at the time of writing and will be provided at a later date.

b/ For budgetary and logistical reasons, programme expenditure for Bosnia and Herzegovina, Croatia, the Federal Republic of Yugoslavia (Serbia and Montenegro), the former Yugoslav Republic of Macedonia and Slovenia is grouped together under this heading.

c/ In addition, about $12.4 million in expenditure was incurred against special accounts and $2.1 million in advances from the Central Emergency Revolving Fund.

## B. UNICEF support to complex emergency countries

7. Highlights of assistance provided to complex emergency countries ranged from relief activities to supporting institution-building, especially in the failed States.

### Afghanistan

8. After 15 years of conflict, Afghanistan is still struggling to find a solution that will bring peace. After a lull in fighting in 1993, renewed fighting in Kabul in 1994 caused more than half of the population to flee the war-torn city. Enormous damage has been inflicted on the city, its residents and the basic social services infrastructures. In other areas of the country, the pressure of 400,000 displaced persons who fled Kabul, combined with the 2 million refugees who have returned from the Islamic Republic of Iran and from Pakistan, has overwhelmed basic services in main urban centres.

9. UNICEF assistance focused on emergency relief and rehabilitation, targeting approximately 1 million of the most needy children and women living in urban, semi-urban and accessible rural areas, primarily among the internally displaced and returnee families. Of the $6 million sought within the United Nations inter-agency appeal, a total of $1.6 million was received in 1994. In addition to other programmes in the rest of the country, UNICEF was given responsibility by the United Nations Office for the Coordination of Humanitarian Assistance to Afghanistan for the coordination of water supply, sanitation and education programmes for a large encampment of over 120,000 internally displaced persons near Jalalabad. UNICEF supported water supply and sanitation efforts in the displaced camps, with strong support from many non-governmental organizations. Each person in the camp was supplied with 15 litres of water a day, and nearly 13,000 families now have their own latrines. Education and nutrition programmes are also being supported by UNICEF in the displaced-persons camps. UNICEF is stockpiling winter relief supplies in preparation for a rapid response when access to Kabul is regained.

### Angola

10. Although there was an impression of reduced hostilities at the beginning of 1994, with the peace talks evolving slowly but surely, fighting intensified throughout Angola. A peace agreement was signed on 17 November 1994. For the first time, an inter-agency mission for the preparation of the 1995 inter-agency consolidated appeal is planned for Angola by the Department of Humanitarian Affairs of the United Nations Secretariat, in close collaboration with the Department of Peace-keeping Operations and Department of Political Affairs.

11. Although access to besieged cities had been an on-again off-again process, 10 new field offices were established in territories held by both the Government and the União Nacional para a Independência Total de Angola (UNITA). The delivery of immunization services, in collaboration with other United Nations agencies, non-governmental organizations and donors, has been very effective. Over 400,000 children under five years of age and 490,000 women of child-bearing age received measles and tetanus toxoid vaccinations, respectively. The nutritional recuperation and supplementary feeding centres, mainly in Malange,

Kwanza Norte, Bengo and Menongue, benefited some 71,000 children and resulted in a reduction in malnutrition rates in Malange from 34 to 12 per cent in nine months. Various water supply and sanitation activities in eight accessible provinces provided clean water to 405,000 people. Relief and survival items were provided to 95,000 vulnerable families in 18 provinces, and 81,000 displaced farming and vulnerable families in 23 locations received seeds and tools.

Armenia

12. Armenia is one of the Caucasus countries most affected by the prevailing politico-military and economic chaos in the region. The country was already significantly weakened by the devastating earthquake of 1988, which destroyed 40 per cent of the national economy and left some 500,000 people homeless, the majority of whom are still living in temporary accommodations. The military conflict with Azerbaijan since 1988 over Nagorny Karabakh, with the subsequent economic blockade and growing number of refugees, has placed a heavy toll on Armenia and its people.

13. UNICEF has addressed the immediate needs of refugee children and women through the supply of vaccines, blankets, essential drugs and weaning food funded by an emergency appeal which raised $1.8 million, or 73 per cent of the appeal amount for April 1994-March 1995. The emergency assistance was provided foremost during the severe winter months, when prepacked emergency drug and medical supply kits were airfreighted to Armenia to sustain basic maternal and child health services. Priority was given to areas where refugees, displaced persons, earthquake victims and other groups at risk were concentrated. The medical supplies assisted in treating acute respiratory infections and diarrhoea, improving immunization coverage through the provision of cold-chain equipment and strengthening the capacity of polyclinics, maternities and prenatal-care units. Folic acid, iron, multivitamins and minerals were supplied to prenatal-care units for pregnant and lactating mothers. Institutions for children received 10,000 bed-kits, and infants in orphanages received clothing. For the 1994/95 winter emergency, four tons of fuel were supplied to heat boarding-school classrooms. Various kits containing learning and teaching aids were distributed to kindergartens, schools, orphanages and institutions for the disabled.

Azerbaijan

14. The military conflict with Armenia has also created an ever-increasing destitute population in Azerbaijan. Some 20 per cent of the national territory is under Armenian military occupation. Close to 1 million refugees and displaced persons, some 70 per cent of whom are women, children and elderly persons, are crowded into the houses of relatives, schools, collective farms and thousands of makeshift shelters across the country. An upsurge in the fighting in and around Nagorny Karabakh in April 1994 displaced another 50,000 people, but also led to intensified peace negotiations. A cease-fire was declared in May 1994, but the peace negotiations have not progressed. A state of emergency was declared in the country after a failed coup d'état in Baku in October 1994.

15. UNICEF received $2.5 million from the inter-agency appeal launched for April 1994-March 1995. In close cooperation with the World Health Organization (WHO), UNICEF organized three intensive immunization campaigns against diphtheria, measles, pertussis and poliomyelitis in December 1993 and for all children under two years of age in February-April 1994. UNICEF provided equipment and training for the establishment and maintenance of the cold-chain system, which will be fully functional down to the district level by early 1995. UNICEF also provided antibiotics and anti-asthmatic drugs for the treatment of the principal respiratory disorders of children. To control diarrhoeal diseases, the widespread availability of oral rehydration salts was ensured. Medical kits were provided to all paediatric institutions until the end of 1994. Essential learning and teaching materials were supplied to facilitate the continuation of preschool and primary school activities for 60,000 children.

Burundi

16. Burundi has been in crisis since the attempted coup d'état in October 1993 and the April 1994 assassination of the newly elected President, which led to further waves of ethnic violence. The events caused an enormous movement of people both inside and outside the country. During the first months of 1994, Burundi slowly and somewhat unsteadily was moving towards normality, with agricultural activities resuming, refugees returning to their land and internally displaced persons venturing back to their homes, when the new President was killed in a plane crash in April in Kigali, together with the President of Rwanda. The political vacuum that followed created an environment of more insecurity and ethnic and political antagonism that was further exacerbated by the influx of over 200,000 Rwandan refugees in the northern provinces of the country.

17. UNICEF assistance within the United Nations inter-agency humanitarian programme launched in November 1993 covering the 90-day period ending February 1994, which was revised and extended for six more months from March to August 1994, met the health and nutrition needs in four provinces and Bujumbura City. It covered a population of about 2 million people with 71 health centres; assisted in water supply and sanitation activities; supported the training of teachers and the development of peace education materials which were incorporated into the national curriculum; initiated efforts in the identification and registration of unaccompanied children, in which 7,000 children were assisted and placed in the care of a family or adult; assisted about 10,000 widows affected directly by the crisis; and initiated an information and empowerment action in support of their legal rights. UNICEF also supported the sanitation component of the Office of the United Nations High Commissioner for Refugees (UNHCR) habitat rehabilitation programme. In collaboration with the Ministry of Health, a survey on the nutritional status of children in displaced camps is under way. With the concurrence of the Department of Humanitarian Affairs of the United Nations Secretariat, UNICEF has launched a new appeal of $9,770,000 for the period 1 September 1994-31 December 1995.

Ethiopia

18. In 1994, Ethiopia continued the process of political and economic transformation. The country drafted a new constitution and elected constituent assembly members. The rapid process of decentralization continues; regions now have the power to levy taxes and prepare and manage their own budgets. On the economic front, the transitional government of Ethiopia has instituted a wide range of measures to replace the centrally planned, socialist economy with a free-market system. In spite of these political gains, lack of rain in 1994 meant no relief from the drought conditions which now affect some 6.7 million people who required some form of emergency food assistance. The eastern and southern parts of the country also suffered from outbreaks of acute diarrhoeal diseases, malaria and measles. A widespread infestation of army worms damaged crops in several areas.

19. UNICEF responded to the serious drought by working with the Relief and Rehabilitation Commission to carry out rapid assessments of the emergency situation in severely affected regions. Subsequently, UNICEF provided support for emergency feeding programmes and the rehabilitation of health, water supply and nutrition activities in famine-affected zones. UNICEF also provided support for the control of acute diarrhoeal diseases through the promotion of oral rehydration therapy, the procurement and distribution of oral rehydration salts and the training of health workers in case management. UNICEF also provided relief assistance to returnees and displaced persons and supported the rehabilitation of the education system.

Former Yugoslavia

20. Throughout 1994 in the republics of the former Yugoslavia, much of the military landscape changed. The situation continued to be exceedingly fluid in Bosnia and Herzegovina. There was a one-month cease-fire in June 1994, but no general cease-fire has occurred. In fact, the war has restarted in central and northern Bosnia, as have widespread human rights abuses, including "ethnic cleansing", particularly targeted at women and children. The war and the economic collapse have severely restricted access of women and children to all social services throughout the country.

21. Within the general framework of the programme for the former Yugoslavia, the programme for Bosnia and Herzegovina emphasized health, the expanded programme on immunization, nutrition, water supply and sanitation, and education, as well as children in especially difficult circumstances and two area-based programmes for Sarajevo and Mostar. In health, the expanded programme on immunization included supplying vaccines, training in cold-chain management and the distribution of an updated vaccination calendar. In nutrition, UNICEF has been moving away from supplementary feeding to training in breast-feeding, growth monitoring and nutrition surveillance. In water supply and sanitation, programmes that focused on the provision of basic supplies now concentrate on training in techniques such as leak detection and essential repairs. Supplies of basic equipment and teaching materials for 8,000 classes formed the foundation of the education programme, which also included the training of teachers and trainers. A core network of 150 child professionals (psychologists and pedagogues) and 1,500 teachers has been trained to meet the

challenges of coping with war trauma. Winter clothes for 20,000 children were provided for the harsh winter months.

22. In Croatia, the economic and social infrastructure continued to suffer from the impact of three years of conflict. Hostilities in the United Nations Protected Areas (UNPAs) continued in the first months of 1994 until the signing of a cease-fire with the self-declared Republic of Krajina in March, and with the exception of minor infringements, the cease-fire held. UNICEF's assistance programme focused on emergency needs and gave priority to women and children in the UNPAs, front-line cities and areas, and to displaced and refugee populations. The main focus of UNICEF's health efforts in Croatia has been the supply of essential drugs and equipment and the training of health professionals, particularly with regard to acute respiratory infections and the expanded programme on immunization. The nutrition programme has concentrated on the promotion of breast-feeding, growth monitoring and nutrition surveillance, supplementary feeding and special dietary supplies. Training and the development of community resources to meet longer-term, psycho-social needs played a crucial role in UNICEF technical support to institutions involved with children in especially difficult circumstances. More than 100 primary schools with 70,000 pupils are involved in the country-wide, psycho-social rehabilitation project. Assistance in the education sector included education kits to meet the needs of 82,500 children and training activities for teachers in centres for refugees and displaced persons. Under the mine-awareness project, 150,000 leaflets were distributed and videos on the danger of mines were shown in schools. A peace education programme is also in operation in schools.

23. UNICEF programme responses in the Federal Republic of Yugoslavia (Serbia and Montenegro) have comprised mainly the supply of paediatric drugs, vaccines, supplementary food, winter clothing and blankets, and school supplies and textbooks, as well as technical assistance in the form of training for health workers, teachers, school psychologists and social workers, to areas affected by the greatest influx of refugees, to underserved areas and to children in institutions. UNICEF supported immunization campaigns, and special emphasis was put on Kosovo, where catch-up campaigns were organized with the support of the regional Institute of Public Health and in collaboration with non-governmental organizations, especially Doctors of the World.

24. Contingency plans are now being formulated for withdrawing about 24,000 peace-keepers of the United Nations Protection Force (UNPROFOR). Irrespective of the decision concerning the disposition of UNPROFOR in the former Yugoslavia, UNICEF will continue to operate and provide programme assistance wherever and whenever possible. The needs of children and other vulnerable groups will become even more important under the circumstances. UNICEF strategies for an effective response will be adjusted in the light of the security situation and accessibility. The strength of UNICEF is the two-year programme approved by the Executive Board for the four countries, which provides the legal basis for UNICEF cooperation with the concerned Governments. UNICEF has developed partnerships with the Governments in the past two years and has identified a number of non-governmental organizations and institutional partners for programme support and implementation. This will help in implementing the UNICEF mandate even under difficult political/military situations.

25. Although not directly affected by the conflict in the former Yugoslavia, the former Yugoslav Republic of Macedonia is burdened with a declining economy, as the country moves through a painful transition to a market economy; the imposition of a trade embargo by its southern neighbour, Greece; and the impact of enforcing sanctions upon neighbouring Federal Republic of Yugoslavia, through which 90 per cent of the country's trade is transmitted. UNICEF was able to make substantial interventions in 1994 to address the needs of children and women. In health, all of the vaccines necessary for the expanded programme on immunization have been supplied; the drug needs for acute respiratory infections, the most common cause of children being hospitalized, have been provided, covering 9,000 children; all of the country's needs for oral rehydration salts have been met; and many classrooms have been supplied with basic equipment, and the textbook needs of both teachers and children of refugee and social cases have been met for 1994/95. Together with Catholic Relief Services and with the assistance of UNPROFOR engineering experts, UNICEF supported the refurbishment of special schools committed to innovative teaching practices.

Georgia

26. Georgia, which once had the highest standard of living in the former Soviet Union, is now recognized by the Organisation for Economic Cooperation and Development as a developing country. The current crisis is a result of two ethnic clashes which escalated into full-scale civil war at the same time that the economy collapsed. UNICEF delivered the first United Nations humanitarian assistance package to post-war Abkhazia in January 1994 by airlifting one metric ton of medicines. Other deliveries to Abkhazia followed, including vaccines, cold-chain equipment and medical supplies. In cooperation with Médecins sans frontières-France, UNICEF has provided South Ossetia with medical supplies, cold-chain equipment and vaccines. This emergency assistance was made possible with funds received through an appeal launched by the Department of Humanitarian Affairs of the United Nations Secretariat in March 1994. UNICEF pledged $2.3 million and received $1.6 million, or 70 per cent. In cooperation with the International Federation of the Red Cross (IFRC) and WHO, UNICEF has provided training in the control of diarrhoeal diseases and acute respiratory infections and has cooperated with WHO in tuberculosis control activities and cholera preparedness. Locally produced winter clothing has been distributed to children's homes and institutions throughout Georgia for the 1994/95 winter. Kerosene heaters have been provided to maternity hospitals and institutions, as well as generators for the regional cold-storage rooms.

Haiti

27. In the past three years, Haiti has been under an almost continuous state of emergency as a result of political events. Haiti is one of the poorest countries in the Western hemisphere and has a high population density. Even before the political crisis, it was estimated that 75 per cent of the population lived below the poverty line. The absence of social security systems, combined with rising poverty, has resulted in a reduction in the nutritional levels of both children and pregnant women. The plight of women and children has become desperate. Malnutrition among children under five years of age has doubled

since 1990, and approximately half of Haiti's children suffer from some degree of malnourishment, with many showing signs of stunted growth.

28. UNICEF assistance in Haiti in 1994 included a supplementary feeding programme in partnership with the World Food Programme (WFP), immunization and vaccination activities, the distribution of vitamin A and iron tablets, the provision of materials and training in oral rehydration therapy, and water supply and sanitation projects. UNICEF has prepared a section of the inter-agency consolidated appeal covering the needs from October 1994 to March 1995 for $8.6 million, with high priority given to the health, education, and water supply and sanitation sectors.

Iraq

29. The stalemate between the Government of Iraq and the United Nations Security Council continued for another year. The Government pursued diplomatic initiatives to resolve the impasse with the Security Council, as Iraqi officials campaigned for lifting the four-year-old sanctions. The situation in the north continued to be tense and was further aggravated by armed clashes, which peaked in April 1994, as well as military incursions, adding more political instability to the region and adversely affecting implementation of the humanitarian relief programme. On the economic front, the situation deteriorated drastically over the past year, as the country remained without oil revenues for the fourth consecutive year. Prices of essential food commodities increased by over 650 per cent in mid-1994 compared with a year earlier.

30. UNICEF assistance under the joint Inter-Agency Humanitarian Assistance Programme continued during 1994. The UNICEF share of the inter-agency consolidated appeal was $49 million, which included a fuel-supply component for $20 million and sectoral programmes for health, water supply and sanitation, nutrition and education. Support under the agreement between UNICEF, the Associazione Volontari per Servizio Internazionale, an Italian non-governmental organization, and the Government of Iraq was extended by the provision of more than $1.2 million worth of medical supplies to benefit 900,000 children and women in the most disadvantaged areas of Baghdad. Fifty generators provided by UNICEF were installed and are providing power to hospitals and water works in the governorate of Dohuk. In cooperation with OXFAM, water tanker services were provided by UNICEF to seven unserved districts in the southern marshes. In the north, substantial efforts have been made to restore and rehabilitate rural water supply projects in abandoned villages which populations are in the process of resettling. In addition to providing educational supplies and equipment to classrooms and teacher-training institutions, UNICEF supported the assembly of school desks with wood supplied by the Office of Foreign Disaster Assistance. In the 1993/94 winter programme targeting 565,000 families in the three northern governorates, 153 million litres of kerosene were procured and distributed. Distribution to social institutions, schools and health centres was also made to provide for winter heating needs. About 50 per cent of the total country programme expenditure was incurred in northern Iraq in the first 10 months of 1994.

Kenya

31. In 1993, the main humanitarian needs in Kenya were for a population severely affected by drought, primarily in North Eastern, Eastern and Rift Valley provinces, and those related to the influx of large numbers of refugees, the majority of whom were from Somalia. In 1994, the picture of humanitarian needs became more complicated, with needs for drought-affected persons still requiring relief and short-term rehabilitation aid, for assistance to new crop-deficit areas, and for Somali and other refugees in Kenya, and those impacted by their presence.

32. Within the United Nations 1994 consolidated inter-agency appeal launched in February 1994, UNICEF proposed a budget of $24 million to support activities in 8 severely drought-affected and 12 drought-affected districts. This included supplementary feeding for 256,500 children under five years of age and 85,500 pregnant and lactating women; support to health activities serving 750,000 drought-affected people, mainly in the pastoral districts of North East Province; and increased availability of safe water for humans and livestock. UNICEF had received a total of $8.7 million by October 1994, which represented only 38 per cent of the requirement. UNICEF is undertaking monitoring activities and supporting the establishment of district-based drought monitoring systems. The Kenya programme was scheduled to be evaluated jointly by the Government of Kenya, the Swedish International Development Authority and UNICEF in December 1994.

Liberia

33. In spite of gains in the peace process, Liberia relapsed into renewed factional fighting reminiscent of the bitter battles of the early years of the five-year civil war. The delivery of much-needed humanitarian assistance was once again seriously impeded. The possibilities that had begun to open up for the gradual expansion of humanitarian programmes, using cross-line and/or cross-border corridors of access to areas that had been largely inaccessible prior to the signing of the Cotonou agreement, were once more adversely affected. Loss of access yet again meant the suspension of humanitarian programmes and the inability to sustain gains achieved during the post-Cotonou spell. However, despite growing insecurity, parts of Gbarnga - the stronghold of the National Patriotic Front of Liberia - remained accessible until recently, when heavy fighting erupted and access was further restricted. This fighting was characterized by massive looting and threats to staff of both the United Nations and non-governmental organizations.

34. Within these limitations, UNICEF, in cooperation with United Nations agencies and non-governmental organizations, has continued to provide humanitarian assistance to the extent possible. In Monrovia and in nearby cities, UNICEF is supporting the expanded programme on immunization, the reactivation of health facilities, the distribution of essential drugs and micronutrients, and health education activities. In the sector dealing with children in especially difficult circumstances, UNICEF has been providing support to orphanages, trauma counselling, physical rehabilitation of handicapped children, programmes for severely abused women and girls, and vocational training for disadvantaged youth and former combatants. UNICEF also

provided mobile libraries for displaced children, and support is provided for the educational-supplies revolving fund and training workshops on peace education.

Mozambique

35. Mozambique held its first multi-party elections in October 1994. Hopes among the country's 16.5 million people were high, with expectations that 1994 would mark a final turning-point away from war. Depicting that hope were 1.5 million Mozambican refugees and most of the 4 million internally displaced persons who had returned to their homes since the 1992 general peace accord which ended 16 years of war. Uncertainty, however, clouded the general security situation following the departure of the United Nations peace-keeping force in mid-November. Poor rainfall and cyclone Nadia caused extensive damage to crops, which dashed the hopes of many farmers who had started the year with great expectations.

36. The main purpose of the 1994 emergency programme was to support the first phase of the national plan of reconstruction. The focus on rehabilitation and reconstruction, already established in 1993, was reinforced during the year. In response to changing needs in the post-war period, UNICEF reoriented its emergency activities to the restoration of basic health, water supply and education services; the expansion of service delivery to formerly inaccessible areas; and support to the national plan for emergency preparedness and early warning system. The dynamic collaboration between UNICEF and government counterparts facilitated the revision of sectoral priorities; strengthened the decentralization of programme implementation; and supported the national plan of action for children. At the same time, renewed cooperation with an extensive network of national and international non-governmental organizations also provided flexibility to UNICEF programmes.

Rwanda

37. On 6 April 1994, the death of the President of Rwanda triggered a violent blood bath that claimed over 500,000 civilian lives. Over 2 million Rwandans fled to surrounding countries and an estimated 3 million were internally displaced. At the peak of the crisis, the number of Rwandans crossing the border into Zaire was estimated at 15,000 an hour, with over 1 million crossing in four days. In the course of three months, over half of Rwanda's pre-conflict population were killed or forced to flee their homes to save their lives. The hardest hit by the Rwanda crisis were the hundreds of thousands of traumatized children who had witnessed atrocities against their families and fled their homes in fear, only to suffer the severe hardships of life as displaced and sometimes unaccompanied children.

38. The international community launched an unprecedented relief effort to respond to the overwhelming needs both inside the country and in refugee camps in neighbouring Burundi, Uganda, the United Republic of Tanzania and Zaire. A massive airlift was undertaken, with key support from various Western military contingents which delivered thousands of tons of relief supplies for United Nations agencies and non-governmental organizations working in the effort. UNICEF responded to the crisis in coordination with the Department of

Humanitarian Affairs of the United Nations Secretariat and in close collaboration with United Nations agencies, non-governmental organizations, military contingents and local officials. A "flash appeal", issued in April, raised $4.8 million for an initial rapid response. An inter-agency appeal was launched in June, and the UNICEF portion of $55 million had nearly been raised by the end of October. The country office in Kigali, which had been evacuated when fighting erupted in April, was fully re-established by July and supports two sub-offices in the south-west, as well as three field offices at the refugee camps in the United Republic of Tanzania and Zaire. With a team of nearly 100 international staff, UNICEF implemented programmes to support the rebuilding of national capacity inside Rwanda, as well as the provision of emergency relief to displaced persons and refugees wherever possible. In both cases, programmes that target children and women receive the highest priority.

39. UNICEF responded rapidly in the refugee camps in the surrounding countries in sectors where UNHCR required additional support, by drawing on resources and staff in the respective country offices. UNICEF borrowed two drilling rigs from the Uganda office to drill 27 boreholes that supplied some of the 400,000 Rwandan refugees in the camps around Ngara, United Republic of Tanzania. Other support to the camps included vaccinations, supplementary feeding programmes, vitamin supplements and basic education for over 60,000 children. In Goma, Zaire, the UNICEF team took the lead role in efforts to help the thousands of unaccompanied children who had been separated from their parents. Some 9,000 children were rescued and cared for in 21 centres where UNICEF cooperated with UNHCR and non-governmental organizations to provide basic shelter, clothing, food, water supply, sanitation and health care. Tracing programmes for reuniting children with their families were also undertaken in cooperation with the International Committee of the Red Cross (ICRC). Seven UNICEF water tankers supplied 15 per cent of the water supply needs of the camps, and two more tankers served the priority needs of the centres for unaccompanied children. UNICEF teams also helped the Goma water department extend the city water network by 50 per cent to reduce the pressure for water caused by refugees who were squatting in and around Goma.

40. Inside Rwanda, UNICEF simultaneously undertook programmes to strengthen basic services, which were required for returning refugees and displaced persons, and to meet the immediate relief needs of displaced persons. In the water sector, UNICEF assisted in the renovation of the Kigali water systems and those of 10 smaller cities to benefit some 700,000 people, with another 60,000 Rwandans benefiting from rehabilitation of rural schemes. Over 25 tons of water-treatment chemicals were distributed and 20 operators were trained in plant operation. In the field of water supply and infrastructure repair, UNICEF assisted the Rwandan national utilities company to repair the national electrical grid, and five cities have been reconnected thus far. In the education sector, UNICEF and the United Nations Educational, Scientific and Cultural Organization (UNESCO) jointly developed and distributed over 600 "school-in-a-box" kits which provide teaching materials, a teacher's guide, copybooks, pencils, slates and chalk for two shifts of 40 students. A core group of teachers has been trained in use of the kits, which have been used to open a number of schools. The goal is to distribute 6,000 kits throughout the country and to centres for unaccompanied children where required. An amount of $200,000 per month was used to support teachers' salaries for a three-month

period. Kits on land-mine awareness were developed and distributed to communes and schools. A UNICEF-supported de-mining team surveyed schools and health facilities to assess the presence of mines which may deter rehabilitation. UNICEF also stimulated household food security through a seed collection programme that collected over 1,000 metric tons of seeds from farmers for redistribution. In the health sector, the central pharmacy and cold chain have been restored, and several tons of UNICEF-supplied essential drugs, vaccines and equipment have been delivered and distributed. UNICEF also supports, through the Government and non-governmental organizations, a programme for unaccompanied children, which involves the delivery of basic relief supplies, the provision of basic care and shelter, the training of paraprofessionals in psycho-social programmes and tracing for reunification with families or foster families. On a broader scale, UNICEF also provided a $220,000 line of credit and seven vehicles to counterpart ministries for the repair of office facilities and procurement of basic supplies and equipment.

41. A study undertaken by UNICEF on the assessment of the negative impact of refugees on the communities of the Kagera and Kigoma regions of the United Republic of Tanzania in July 1994 resulted in recommendations that included settling refugees outside villages to avoid destruction of the environment, establishing a general food distribution system that will not drain food from local populations and strengthening local administrative capacities.

Somalia

42. Following the adoption by the United Nations Security Council of a new reduced mandate for the United Nations Operation in Somalia II (UNOSOM II), the withdrawal of United States and European military contingents and the reduction of UNOSOM forces, Somalia saw a spreading pattern of violence and deteriorating security, conditions which significantly affected the delivery of humanitarian assistance. During the year a number of initiatives were aimed at restoring peace in the towns most troubled by communal tensions and political clashes, but efforts at reconciliation between the various clan-based factions led to little concrete progress towards a peace settlement. The refugee population is estimated at 5.6 million, with some 1.45 million internally displaced persons. A large sector of the population is still destitute, although widespread poverty, malnutrition and deaths have been reduced through massive foreign assistance and increased crop and livestock production.

43. UNICEF provided support in the health, nutrition, water supply and sanitation, and basic education sectors. In collaboration with WHO and non-governmental organizations, UNICEF has combined relief and rehabilitation initiatives to extend access to the most vulnerable groups through support to 224 health posts, 60 out-patient dispensaries, 112 maternal and child health centres and 24 hospitals. Over 800 community health workers, traditional birth attendants, laboratory technicians and workers in the expanded programme on immunization benefited from country-wide training exercises. The immunization campaign was expanded, with 87,000 children receiving combined diphtheria/pertussis/tetanus vaccine and three doses of oral poliomyelitis vaccine and 100,000 receiving measles vaccine. Nutrition support included vitamin A supplementation for over 321,000 children, iron/folic acid supplementation for 107,000 pregnant women and the delivery of 1,752 metric tons

of supplementary food, benefiting over 126,000 malnourished children, as well as pregnant and lactating women. In the water supply and sanitation sector, 314 water sources were rehabilitated or newly constructed, 280 latrines were built and 8 garbage pits were dug. Training initiatives were provided to 250 water source caretakers and 1,490 village health committees. An intensive education programme reached some 134,000 children and 15,000 disadvantaged women through a combination of school rehabilitation, furniture construction, supply handbook distribution and teacher training. Some 2,000 traumatized children also benefited from the psycho-social support component of this programme.

44. An emergency response team was established in 1994 as UNICEF prepared contingency plans to address new emergency situations arising from an anticipated increase in civil conflict. Sites were set up and emergency supplies were pre-positioned in Mogadishu, Kismayo and Baidoa. The team's readiness was demonstrated by UNICEF's response to the cholera epidemic in Somalia during February-June 1994 and by the rapid response to the massive cholera epidemic among Rwandan refugees around Goma, Zaire, with the deployment of a 12-person multisectoral team of national and international staff members which worked closely with the UNICEF offices in Rwanda and Zaire.

Sudan

45. The civil conflict in the Sudan continued for the eleventh year, with sporadic, and in some key locations, intensified fighting during 1994. A total of 5.2 million war-affected people were estimated to be in need of non-food assistance, with 2.4 million of them requiring emergency food aid. Government military activity and inter-factional fighting disrupted relief activities and caused further displacement of civilian populations. About 100,000 people were displaced in the Nimule/Triple A area, some 35,000 around Mundri and a similar number from Kaya and Kajo Kaji. Growing insecurity in northern Uganda has seriously disrupted Operation Lifeline Sudan (OLS) relief access to most of the displaced people in their new camps.

46. OLS continues to provide relief and rehabilitation assistance to all parts of the 5.2 million population affected by the war in the Sudan. OLS currently has access to an unprecedented 60 locations, and with improved access more people have benefited. In April and May 1994, a United Nations/OLS delegation held negotiations with the Government of the Sudan and the Sudan People's Liberation Army, under the auspices of the Intergovernmental Agency for Disaster and Drought, which culminated in an agreement by the parties increasing approved flight access from 51 to 66 locations, new and formalized road access from Kenya and Uganda, and a recommitment to the continued use of river corridors from Kosti to Juba and of the rail link from Muglad to Wau.

47. OLS targets 4.1 million people, or 80 per cent of the total affected population, in the southern states, transition zones and displaced camps around Khartoum. Of those, 2.4 million, including 500,000 children under five years of age, are accessible and targeted by OLS-Khartoum. More than half of the targeted population (1.3 million) are war-displaced. OLS-Nairobi serviced 1.7 million people with non-food assistance. UNICEF medical teams on WFP-operated barges are covering 36 locations with a total of 500,000 people along the White Nile to Juba. Access to other locations in the south is still dependent

on the use of the UNICEF Twin Otter aeroplane from Khartoum and chartered and leased aircraft from Lokichokio, Kenya. Since June, increased aircraft capacity has improved the prospects for greater food security in the coming year, with a good harvest expected.

48. The range and magnitude of OLS activities were expanded in 1994, focusing on household food security for 220,000 families; basic education for over 300,000 children, including a component to address the needs of children affected by civil conflict; essential drugs; water supply and sanitation; relief and shelter; and the poliomyelitis/measles/vitamin A campaign, which reached 806,000 children under five years of age - 500,000 were accessed from Khartoum and 306,000 from Nairobi. UNICEF-Khartoum provided emergency health facilities serving an estimated population of over 500,000 in more than 80 locations with 3,248 essential drugs kits, 1.6 million sachets of oral rehydration salts, 1 million doses of both meningococcal vaccines and syringes and needles, and 700 sets of medical equipment. The distribution of essential drugs kits through non-governmental organizations to 250 health facilities continues to be the main component of the primary health care programme from Nairobi. The nutrition programme benefited some 120,000 acutely malnourished children and pregnant and lactating mothers in 130 supplementary feeding centres in the south, the transition zone and displaced camps around Khartoum. Some 100 teachers have been trained in the identification and treatment of psycho-social trauma.

Tajikistan

49. In Tajikistan, the situation stabilized in 1994 in the Khatlon region in the south-west, which suffered the most during the politico-ethnic turmoil of 1992-1993. This relative peace permitted about 90 per cent of the total of 560,000 internally displaced persons or refugees to return. However, the political tensions have increased since June 1994 in anticipation of the presidential elections originally scheduled for September, but finally held in November 1994. United Nations-sponsored peace talks led to an agreement that the temporary cease-fire be extended to February 1995.

50. Tajikistan has the lowest child-related and social indicators in the new independent States. Because of insufficiencies of food, drugs and medical care, infant and maternal mortality rates have increased in the past three years. About 40 per cent of pregnant women are anaemic. Deplorable sanitary conditions result in high rates of diarrhoeal diseases, which account for about 21 per cent of infant deaths. Because of the continuing deterioration of educational facilities and the inability of most parents to pay for their children's schooling, enrolment rates have declined significantly.

51. UNICEF received $1.1 million, or 40 per cent of the original $2.8 million consolidated inter-agency appeal launched by the Department of Humanitarian Affairs of the United Nations Secretariat in March 1994. UNICEF provided vaccines for 50,000 newborn children. The immunization capacity of health services was strengthened through the provision of cold-chain equipment and training in its use and maintenance. Pregnant women were provided with iron and folic acid. Emergency health kits were distributed to maternity hospitals and health posts for about 150,000 beneficiaries to cover the basic drug needs during three harsh winter months. Vitamin supplements, water purification

tablets and oral rehydration salts were supplied to health facilities targeting the needs of some 100,000 children and 200,000 pregnant women. As part of the winter emergency programme, high-protein biscuits were distributed to primary schools. In the primary education sector, UNICEF supplied the Government with paper for textbooks and the schools with kits for students and teachers.

## C. Use of the Emergency Programme Fund

52. Executive Board decision 1994/R.1/7 (see E/ICEF/1994/13 (Part I)), approved at the Board's first regular session of 1994, raised the ceiling of the Emergency Programme Fund (EPF) from $14 million to $30 million per biennium. Experience since then has shown that the increased ceiling has helped UNICEF to respond rapidly to increasing demands for emergency assistance. An allocation of $11 million has been disbursed to 21 countries, of which $2 million are being replenished with contributions received against the United Nations consolidated inter-agency appeal for Rwanda.

53. EPF has demonstrated its value for financial and practical reasons. It is used to advance much needed cash to initiate action in complex emergencies, when needs are often very great, pending the receipt of donor contributions. Although UNICEF continues to rely on the Central Emergency Revolving Fund (CERF) when an inter-agency appeal has been launched for a major complex emergency, advances from EPF are used to complement the overwhelming funding needs.

54. EPF is also used to meet emergency needs when no inter-agency appeal is launched. In such cases, funds are given without the promise of reimbursement. These allocations are smaller than those intended for reimbursement from CERF. Support for countries to enable them to respond to natural disasters is usually provided in this form.

55. At the global level, EPF continues to provide technical support for the development of various policy issues for strengthening staff capacities and for humanitarian activities of the United Nations system, including inter-agency assessment missions.

56. For the first time, EPF was used in 1994 to repay outstanding commitments for loans from CERF for Haiti and Mozambique. In the case of Haiti, it was not possible to reimburse CERF because of poor response to the consolidated inter-agency appeal. In the case of Mozambique, although the overall response to the consolidated inter-agency appeal was significant, UNICEF did not receive sufficient donor funds to cover fully the cost of the activities that were implemented with the loan on a seeds and tools project. According to CERF regulations, loans have to be repaid immediately upon receipt of donor contributions towards consolidated inter-agency appeals or agencies must repay the advances in full from their own resources if they fail to reimburse CERF within one year.

### Country and regional office activities

57. During the first 11 months of 1994, 21 countries received funding from EPF (see table 2). Of the total net allocation of $11.1 million, 85 per cent was allocated to country and regional activities and 15 per cent to interregional activities. Africa received 63 per cent of the total allocation, followed by the Americas and the Caribbean (15 per cent), the Middle East and North Africa (7 per cent), Asia (1 per cent) and central and eastern Europe (1 per cent). The Executive Board will be informed once the final accounting has been completed.

Table 2. Emergency Programme Fund: summary of allocations to countries in 1994

(In thousands of United States dollars)

| Region/country | Allocations (January-November 1994) |
|---|---|
| **Africa** | |
| Angola | 660 |
| Burundi | 580 |
| Ethiopia | 275 |
| Ghana | 250 |
| Guinea | 121 |
| Guinea-Bissau | 136 |
| Madagascar | 250 |
| Mozambique | 1 434 |
| Rwanda | 2 000 |
| Somalia | 156 |
| South Africa | 20 |
| United Republic of Tanzania | 545 |
| Zaire | 150 |
| Eastern and Southern Africa Regional Office | 241 |
| West and Central Africa Regional Office | 168 |
| Subtotal | 6 986 |
| **Americas and the Caribbean** | |
| Haiti | 1 612 |
| Subtotal | 1 612 |
| **Asia** | |
| China | 75 |
| Subtotal | 75 |
| **Middle East and North Africa** | |
| Algeria | 256 |
| Egypt | 156 |
| Sudan | 250 |
| Yemen | 100 |
| Middle East and North Africa Regional Office | 14 |
| Subtotal | 776 |
| **Central and Eastern Europe** | |
| Moldova | 19 |
| Former Yugoslavia | 77 |
| Subtotal | 96 |
| **Interregional** | 1 600 |
| Total | 11 145 |

Africa

58. Thirteen countries in Africa received funds from EPF in 1994. EPF allocations for Rwanda were advanced in two phases. In the first phase, immediately following the initial wave of violence, $1 million were allocated for Rwanda and $750,000 for the neighbouring countries of Burundi, the United Republic of Tanzania and Zaire. The allocations were made on the condition that they be reimbursed upon the receipt of contribution from donors to the "flash appeal" in 1994 launched prior to the comprehensive inter-agency assessment and appeal. The funds were used for the provision of relief items to the refugee and displaced populations, vaccines, essential drugs, medical supplies and kits, and support for the operation of bases in Nairobi and Kigali.

59. In the second phase, there was an additional EPF allocation of $1 million in July, when a formal appeal covering the period July-December 1994 was launched. The appeal took into account the exodus of 1.9 million people into Zaire and the ensuing cholera epidemic. UNICEF opened operational bases in Goma and Bukavu in Zaire, pre-positioned stocks of essential relief items and large quantities of supplies for cholera management, and acquired critically needed security and communications equipment. EPF also supported the cost of inter-agency assessment missions to Rwanda during 1994. A total of $3.3 million was provided to Rwanda and neighbouring countries, of which $2 million are being replenished with donor contributions received against the consolidated inter-agency appeal.

60. EPF allocations were also made to several countries for which no inter-agency consolidated appeal was launched, including Ethiopia (diarrhoeal epidemic), Ghana (inter-ethnic conflict), Guinea (meningitis outbreak), Madagascar (cyclones) and South Africa (pre-election violence). An allocation of $250,000 for Madagascar was used to deliver household items, vaccines, essential drugs, sachets of oral rehydration salts and water purification tablets to people rendered homeless by the cyclone. Because cyclones are a recurrent problem in Madagascar, a small portion of the allocation was used to establish an early warning and response system in selected sentinel sites. Similarly, in Ethiopia and Guinea, small amounts of money were used to support programme communication and social mobilization activities to help implement preventive measures to protect vulnerable populations.

61. EPF was used to build regional capacity in preventive planning, stress/trauma management and technical and operational support for the two regional offices in Africa. Since Africa is likely to continue to be the region most affected by emergencies, the use of EPF to strengthen the regional emergency response capacity is expected to pay significant dividends.

62. In the eastern and southern Africa region, EPF supported training and staff counselling, stress management and debriefing, security preparedness planning for country offices and a regional training workshop on emergency programming. In West and Central Africa, EPF was used to provide technical support for operations and security to develop a prevention system in countries prone to instability and to conduct a regional training workshop on emergency programming.

Other regions

63. In the Americas and the Caribbean region, Haiti received $1.6 million from EPF during 1994. Part of that allocation was used to reimburse CERF for a loan obtained in July 1993 for immunization activities. Because of a poor response by donors to the consolidated inter-agency appeal launched in March 1993, EPF was used to reimburse CERF. Haiti also needed occasional support from EPF to alleviate the critical funding situation and to keep basic activities operational.

64. In the Middle East and North Africa, Algeria, Egypt, the Sudan and Yemen received allocations. Yemen received a limited amount of support for interim programme and operational needs before the consolidated inter-agency appeal was launched, following the outbreak of civil war. The allocations were used to fund security and communications systems for the UNICEF office in Sana'a. In addition, the Middle East and North Africa Regional Office received funds from EPF to organize a workshop on emergency programming and security measures for participants from the region.

65. In Asia, China received an EPF allocation to restore the cold chain and rehabilitate primary schools following a flood in southern China. The funds were used in conjunction with funds diverted from the regular country programme. In central and eastern Europe, EPF allocations supported a regional training workshop and urgent replacement of worn-out armoured vehicles for the Sarajevo project office in Bosnia and Herzegovina.

Interregional activities

66. Interregional activities managed from New York headquarters in 1994 included development of a policy on land-mines, on early warning and prevention of disasters, on internally displaced persons, on unaccompanied children, and on gender concerns; the development of key operational procedures such as analysis of aircraft operation costs and service package approach in emergencies; coordination with the United Nations and other organizations; and technical support to the UNICEF response to emergencies at the global level.

67. Allocations from EPF were used for a study on the socio-economic impact of land-mines on children and women. A research project was also launched, in collaboration with the Center for Population and Development Studies at Harvard University, on the impact of complex humanitarian emergencies on vulnerable populations and measures to ameliorate humanitarian interventions. The Rwanda emergency has been an important testing ground for new policy approaches; the lessons learned there will be useful for the policy development process. The UNICEF handbook Assisting in Emergencies is being revised.

68. UNICEF seconded staff to the Department of Humanitarian Affairs of the United Nations Secretariat during 1994 with funding support from EPF. One staff member was attached to the Department in New York and one to the Inter-Agency Support Unit at Geneva.

69. As in the past, 12 posts (8 international Professional and 4 General Service) of UNICEF's Office of Emergency Programmes in New York and Geneva and part of its operational costs were funded from EPF during 1994.

## III. UNICEF AND THE CHALLENGES OF COMPLEX EMERGENCIES

### A. Child rights and humanitarian assistance

70. The Convention on the Rights of the Child, adopted by the General Assembly on 20 November 1989, defines the rights of children not only in their normal environment, but also in conflict. In this regard, the plight of unaccompanied children deserves special attention. A recent international meeting on the plight of child soldiers, in which UNICEF participated, called for strict adherence to the Optional Protocols, of 1977, to the Geneva Conventions of 12 August 1949, which prohibit the recruitment and use of children under the age of 18 years as combatants, urging Governments to move swiftly to adopt and ratify those provisions. The Optional Protocols are expected to serve as the legislative basis for the demobilization of all children under the age of 18 in armed forces. Aware of the need for a greater concentration of efforts in this field, UNICEF is contributing actively to the United Nations study on the impact on children of armed conflicts being undertaken pursuant to General Assembly resolution 48/157 of 20 December 1993.

### B. Internally displaced persons

71. The plight of the world's 25 million internally displaced people living in difficult situations is of major concern to the humanitarian community. In principle, the primary responsibility for their welfare and protection lies with the States concerned, which should be urged by the international community to fulfil their obligations. However, invariably the international community is called upon to provide timely and speedy humanitarian assistance and support to this vulnerable group, to ease tensions and to restore normalcy within countries affected by internal displacement.

72. UNICEF's mandate demands that it act whenever and wherever children, women and families are at risk, whether they be refugees, displaced persons, or persons affected by conflict, natural disaster, inequity or poverty. The Convention on the Rights of the Child gives added impetus to UNICEF's advocacy and protection roles with regard to children in the widest range of difficult circumstances, especially within national boundaries. The focus of UNICEF on both relief and long-term development gives it a strong comparative advantage in dealing with internally displaced persons. The organization's long-term analytical capacity is being enhanced to develop appropriate early warning systems to monitor factors likely to contribute to population displacement. In collaboration with United Nations agencies and with non-governmental organizations, UNICEF has played a major role in emergencies within countries such as Rwanda, focusing on the needs of internally displaced children and women, especially in its more traditional sectors of health, immunization, nutrition, water supply and sanitation, household food security and non-food relief.

73. UNICEF can also bring to the issue of displaced populations its experience in capacity-building, community participation and the development of coping mechanisms. It is appropriate at the earliest possible stages of intervention

to work with, train and deploy people from the community through working with indigenous groups, organizations and institutions.

## C. Unaccompanied children

74. The Rwanda crisis brought to the fore the plight of 114,000 children both inside and outside the country separated from their immediate families and communities. Traumatized, undernourished and helpless, these children attracted media attention. Although without much prior experience in the care and management of unaccompanied children, UNICEF acted decisively. UNHCR, IFRC, ICRC and UNICEF issued a joint statement in an effort to stop the evacuation of unaccompanied children from Rwanda. The joint statement called for intervention on behalf of those children in their immediate environment and accepted the leadership role of UNICEF for unaccompanied children. The statement, which helped to stem the tide of the wholesale evacuation of children to Europe and other locations, also encouraged the United Nations and non-governmental organizations to act rapidly to alleviate the situation of the children.

75. A joint UNICEF/UNHCR/United States Agency for International Development (USAID) mission visited Rwanda and surrounding countries in August 1994 to review the situation of unaccompanied children. The mission worked closely with non-governmental organizations and relevant authorities and made several recommendations. It was agreed that while UNICEF should provide the necessary leadership role for unaccompanied children, it should also provide guidance to and facilitate the work of non-governmental organizations and ICRC, which assume responsibilities for the care as well as the registering and tracing of unaccompanied children and of reuniting them with their families and communities. USAID made an initial allocation to support programmes for unaccompanied children. The mission concluded that the best future for these children lay in their being placed at the very early stages with foster families and homes, and not in orphanages and other institutions, while their families are being traced. UNICEF is taking steps to strengthen its capacity to respond more effectively to the needs of unaccompanied children in other emergency situations.

## D. Land-mines

76. In 1984 the international community allocated approximately $70 million to clear roughly 100,000 land-mines. During the same period, some 2 million more land-mines were sown, adding an additional $1.4 billion to the potential cost of mine-clearance. It is clear that de-mining efforts are still far below the scale required. In addition, it will be impossible to solve the world-wide problem unless the proliferation of land-mines is halted by a complete ban on their production, sale and use, as called for by the Executive Director.

77. The role of UNICEF as an advocate of child rights has been a main factor in its involvement in land-mine issues. UNICEF aims to reach universal ratification of the Convention on the Rights of the Child and has been involved increasingly in addressing land-mine issues and their impact on the rights of children. UNICEF has collaborated with government partners, communities and

non-governmental organizations such as the Vietnam Veterans of America Foundation and the Prosthetic and Orthotic Worldwide Education and Relief (POWER) in advocacy, mine-awareness drives and the rehabilitation of land-mine victims and the sponsoring of studies. It has supported mass media, training and community-based programmes to promote mine awareness in Afghanistan, Angola, Cambodia, Croatia, El Salvador, Iraq and Mozambique. In Mozambique, UNICEF developed a child-to-child activity sheet that focuses on the prevention of mine accidents, first-aid treatment of mine injuries and mine awareness.

## E. Sanctions

78. The impact of sanctions on vulnerable groups, especially children and women, continues to be a major concern of UNICEF. A review of the situation of children in countries where sanctions are in force reveals some disturbing trends in terms of health and nutritional status, as well as other quality-of-life indicators. In Iraq, results of a study conducted by the Government and UNICEF in March 1994 indicated a 9.4 per cent increase in severe to moderate malnutrition among children up to the age of 12 months from the previous year. In Haiti, a Harvard University study showed that the under-five mortality rate rose 35 per cent between 1991 and 1992. The same study indicated that, during the period January-September 1991, the under-five mortality rate was 38 per cent, compared with 47 and 58 per cent for the same months in 1992 and 1993, respectively. The challenge to UNICEF and the international community is how to lessen the devastating effects of sanctions on children and women. Some efforts are being made to respond to this challenge through the organization's advocacy programmes, coupled with its high priority interventions. The Department of Humanitarian Affairs of the United Nations Secretariat recently initiated an inter-agency study on the impact of sanctions on humanitarian activities with which UNICEF is participating fully.

## F. World Conference on Natural Disaster Reduction

79. UNICEF participated in the World Conference on Natural Disaster Reduction, held at Yokohama, Japan, in May 1994. UNICEF used the opportunity to expound on its mandate to safeguard children as well as to provide for the safety and well-being of the mothers and the families and communities that support them.

80. The World Conference adopted a number of resolutions, significant among them being those that espouse reducing vulnerability through the adoption of basic disaster management strategies. These include the development of a global culture of disaster prevention; a policy of self-reliance and capacity-building; education and training; the development and strengthening of human resources; the identification of and networking with existing centres; improved awareness and risk assessment; the promotion of regional and subregional cooperation; the integration of the private sector in disaster reduction; and the strengthening of United Nations capacity to assist in loss reduction.

## G. The continuum from relief to rehabilitation and development

81. Following several meetings under the aegis of the United Nations Development Programme (UNDP), in which UNICEF participated, a consensus was reached on the guidelines for an operational framework on the continuum from relief to rehabilitation and development. However, the divergences of views on the conceptual aspects of the continuum could not be bridged. UNICEF concurs with the generally held view that development must involve a process of reducing vulnerability in communities and national structures. Emergencies, which can be viewed as a disruption in the development process, are the coping mechanisms of communities and Governments to test and often weaken them further. UNICEF considers the continuum not as a linear process, but as consisting of closely linked and overlapping phases requiring different types of responses to children and to human needs more generally. The deciding factor is to ensure that the capacities of communities and populations at risk are strengthened to cope with disasters.

82. The primary focus of UNICEF on development, country presence, the ability to work closely with communities and an emphasis on capacity-building and empowerment equips the organization well to be an active and effective player in the continuum spectrum. In addition, UNICEF uses the country programming exercise in collaboration with government partners to ensure participation, continuity and sustainability for relief rehabilitation and development.

## H. UNICEF and coordination of humanitarian assistance

83. UNICEF remains totally committed to collaborative approaches to emergencies and to work within and in support of the framework of the Department of Humanitarian Affairs of the United Nations Secretariat. The Department underwent two major changes in the first half of 1994. A new Under-Secretary-General for Humanitarian Affairs was appointed in March 1994, and the Department reorganized in mid-1994, with changes affecting both the New York and Geneva offices. This included streamlining responsibilities for policy and strengthening the Complex Emergency Division. In support of the Department, UNICEF has seconded staff to both New York and Geneva.

84. Throughout 1994 UNICEF continued to participate actively in all major meetings and discussions on the role and effectiveness of the Department, as set out in General Assembly resolution 48/57 of 14 December 1993. The Inter-Agency Standing Committee has taken decisions on several issues, including the consolidated inter-agency appeal process and CERF. While an understanding was reached on the purpose and operational mechanism of CERF, the streamlining of its operational procedures, which calls for reimbursement of advances in the first instance from contributions received against consolidated appeals, was identified as an area requiring further refinement. This procedure puts considerable strain on the agencies, as funds received are often earmarked for certain specified interventions. Donors were requested to contribute unearmarked funds against consolidated appeals to make it easier for agencies to repay CERF loans. To facilitate the process, future appeals will include specific references to CERF funds already borrowed by operational agencies. Simultaneously, the complementarity of the respective emergency funds of the

agencies to CERF and the need for their continuation have now been recognized. The need to increase the CERF ceiling also has received endorsement from the Inter-Agency Standing Committee, while the eligibility of non-governmental organizations for CERF funds is being explored. In the meantime, the General Assembly has approved the use of interest accruing on CERF for the coordination of humanitarian activities. It also recommended the broadening of the donor base.

85. The need for transparency in the selection of humanitarian coordinators has been given increasing emphasis, together with the need for substantive consultations with the agencies prior to their appointment. Procedures have been agreed upon for the agencies to contribute to the establishment of a roster of potential candidates. To facilitate the process, under the guidance of the Department of Humanitarian Affairs of the United Nations Secretariat, an Inter-Agency Standing Committee working group prepared draft terms of reference and a profile of the humanitarian coordinators, which were reviewed and approved by IASC at its December 1994 meeting. An agreement was reached on the role of the in-country disaster management team. As the coordinating body in the field, the team will provide an alert to agency headquarters and the Emergency Relief Coordinator and initiate emergency preparedness. The process will be reviewed by IASC after one year.

86. UNICEF has supported recent initiatives of the Department to narrow the gap between humanitarian and peace-keeping operations. In October 1994, the Department distributed for review a revised note on cooperation between the Department of Humanitarian Affairs, the Department of Peace-keeping Operations and the Department of Political Affairs, with a revised flow chart on all phases of operations. Closer cooperation between the three departments has resulted in an improved working arrangement, which the Inter-Agency Standing Committee working group will review in detail.

## I. Collaboration with other United Nations agencies

87. Recognizing that closer operational collaboration with sister United Nations agencies, especially WFP, UNHCR, WHO and the United Nations Volunteers (UNV) will strengthen the comparative advantages of field partnerships, UNICEF has actively sought to develop memoranda of understanding with these agencies. Discussions with WFP are aimed at agreeing on and signing a detailed memorandum of understanding on collaboration in emergency operations by the beginning of 1995. Preliminary discussions were held with UNHCR in June 1994 concerning collaboration in relation to refugee children. UNHCR has shared a draft with UNICEF which will restart the process of reviews and discussions by the two agencies. Initial discussions have been held with WHO on the need for developing a memorandum of understanding and a timetable for completing the task. The first substantive meeting on the subject between the two agencies was held in late November 1994. Preliminary discussions were held with UNV in Geneva, and UNICEF is in the process of reviewing an early draft prepared by them.

## J. Collaboration with non-governmental organizations

88. UNICEF collaboration with non-governmental organizations continues to be pivotal to its implementation of emergency programmes. Throughout 1994 a number of initiatives were developed to both enhance the memorandum of understanding and simplify the modes of agreement between UNICEF and non-governmental organizations in the field, as well as to examine the more programmatic issues of enhancing capacity-building and, in particular, strengthening the UNICEF link with indigenous non-governmental organizations in emergency situations. For example, a special unit within OLS has been established to focus on the issue of capacity-building for national and community organizations. It is hoped that this will provide a model for future initiatives elsewhere. In cross-border emergency operations, UNICEF continued to collaborate closely with non-governmental organizations. The UNICEF base at Lokichokio, Kenya, provided logistics and supply support to some 30 international non-governmental organizations that provide relief and rehabilitation programmes for a target population of some 1.7 million people in southern Sudan. During the peak of the Rwanda crisis, UNICEF and several non-governmental organizations set up cross-border operations in southern Uganda to provide emergency relief for thousands of displaced Rwandans in north-east Rwanda. UNICEF air operations out of Nairobi provided assistance to some 40 international non-governmental organizations by transporting staff and supplies into all zones of Somalia. Globally, UNICEF has helped to organize a number of meetings with non-governmental organizations on working in conflict situations and on unaccompanied children, children in armed conflict and psycho-social programming for the care of children in situations of armed conflict.

# IV. STRENGTHENING UNICEF'S RESPONSE CAPACITY

## A. Overview

89. At its 1994 annual session, the Executive Board reviewed UNICEF progress in addressing operational issues in emergencies, including financial rules, personnel policies and supply operations. During the course of the year, the organization took some major steps to enhance its emergency responsiveness capacity. The experience of the last few years in operating emergency programmes has prompted UNICEF to take critical actions at the onset of an emergency. A senior management task force on complex emergencies has been set up to ensure that quick decisions are taken in a consolidated fashion to support field offices with personnel, supplies, cash, communications and security equipment. The task force has also served as a useful forum for monitoring support to the field.

90. On the programming aspects, the Office of Emergency Programmes has worked closely with the geographic sections to support the field offices with assessment missions and the preparation of consolidated appeals and plans of action. The Office has also coordinated the review of emergency programmes to determine lessons and experiences learned for incorporation into future programmes. As complex emergencies continued to unfold in several countries in 1994, the devastating humanitarian crisis in Rwanda further challenged UNICEF's operational capacity. The Executive Director of UNICEF set in motion a process

to draw lessons from Rwanda and elsewhere to review and improve the effectiveness of its operational systems in emergencies.

## B. Evaluation and reviews

91. UNICEF has undertaken reviews of some of its emergency programmes in Angola, Liberia, Rwanda, Somalia and the former Yugoslavia. These reviews emphasize the need for the rapid deployment of well-equipped staff at the onset of an emergency, the importance of a functioning security/communications system, proper care for special groups of vulnerable children such as unaccompanied children, and the need for strengthening collaboration and coordination between United Nations agencies and non-governmental organizations.

## C. Lessons learned and the service package

92. In an effort to improve UNICEF's global emergency responsiveness and preparedness capacity, the organization's emergency experience has been reviewed critically to determine the strengths and shortfalls of key operational systems. Senior management has reviewed the lessons learned and identified the steps necessary to improve its capacity for responding to emergencies. "Lessons Learnt", an in-house information note, identified key operational elements that could be improved in order to respond in an effective and rapid manner to the needs of children and women. These covered general areas common to all sectors such as programmes, personnel operations, communications systems, information and media, and inter-agency collaboration.

93. A "service package" approach is being developed as a key element. The critical assumption of this approach is that once an agency such as UNICEF has committed itself to be involved in emergency, it must rapidly establish the required capacity to perform the task. Such a capacity is best developed by recognizing and building upon the following three vital elements that comprise the service package: (a) a team of experienced emergency personnel; (b) resources, including supplies and finance; and (c) functioning support in key areas such as communications, security and supplies. These elements brought together as a package in a synchronized efficient fashion are likely to give an agency an advantage in performance.

## D. Personnel for a rapid response

94. Another aspect of the "package" approach is the personnel required to plan and implement interventions with the supplies that will be delivered. Experience in Rwanda demonstrated the need for a "rapid response team" at the initial stages in order to set up the core operational systems that are needed to guide and support the emergency response through to rehabilitation. Such a team should consist of UNICEF personnel, well-trained and experienced in the areas of emergency programme design and management, operations, supply, information, communications and security in emergency situations. UNICEF is presently in the process of identifying staff for those teams and is preparing appropriate training programmes for them. Initially, three teams are expected

to be readied for rapid deployment. Additional support staff in areas such as finance, personnel and logistics, as well as sector specialists, are also being identified.

95. To complement the rapid response teams, UNICEF is also pursuing the expansion of cooperative agreements with various specialized non-governmental organizations and other organizations to perform specialized support functions that are outside the range of UNICEF's emergency response capacity. These include functions such as the installation and operation of satellite and other communication systems, the provision of specialized logistics support, and the maintenance of vehicle fleets and other service-type functions. In addition, external sources may be the best placed to draw on for personnel with specialized knowledge in areas that are relatively new to UNICEF, such as the care and rehabilitation of displaced and war-traumatized children. UNICEF currently cooperates with several external organizations, including the Norwegian Refugee Council, Swedrelief, the United States Public Health Service and the United States Centers for Disease Control and Prevention, which second staff to provide technical services. The development of standing agreements with selected non-governmental organizations and other sources of specialized personnel would facilitate their rapid deployment.

96. In the context of the proposed budgets for 1996-1997, which will be discussed by the Executive Board during its third regular session of 1995, proposals will be submitted to strengthen the capacities of the Office of Emergency Programmes in New York to enable the organization to respond better and faster at the initial onset of major emergencies.

97. Training has been a further element of strengthening capacity in 1994. Over 300 staff participated in training in emergency management, security and stress management in four regional workshops (for eastern and southern Africa, western and central Africa, central and eastern Europe/new independent States, and the Middle East and North Africa) and three country-specific workshops (held in Haiti, New York and Yemen). Following the regional workshops, an estimated 250 staff participated in briefings and orientations held at the country level for staff who were unable to attend the regional events. Kenya, Liberia, Somalia and the Sudan are examples of countries where follow-up training has taken place.

98. Five related training modules are being developed to support emergency training: (a) emergency preparedness; (b) emergency management; (c) security; (d) cumulative stress management; and (e) critical incident stress management. These modules are to be used in both integrated and single-purpose workshops. In addition, sessions on advanced negotiations and leadership in emergencies are in the early stages of preparation.

99. Inter-agency collaboration in emergency response is covered by a specific UNICEF training component on the Department of Humanitarian Affairs of the United Nations Secretariat coordination mechanisms and structure as part of the curriculum and also through shared resource and training in the Department of Humanitarian Affairs of the United Nations Secretariat/UNDP Disaster Management Training Programme structures. The newly expanded Programme envisages a more dynamic inter-agency input which UNICEF has already participated in through

joint training and the development of complementary materials. UNICEF staff have also participated in emergency training offered by other agencies, e.g., security training (UNHCR), emergency management and operations (WFP).

100. Plans for 1995 include a doubling of the current regional and country-level training, the development of specialist training for the rapid response teams, and continuation of global preparedness, regional and country-level emergencies management and programme response.

## E. Supply and logistics support

101. The capacity to procure and deliver life-saving relief supplies with minimal delay is critical in a complex emergency where thousands of lives may be lost when supplies are delayed by even a few days. To cite one major example, in and around Rwanda the circumstances challenged every aspect of supply operations - remote location, poor roads in surrounding countries, meagre local stocks of basic supplies and unprecedented population movements. Initially, the mass exodus of over 500,000 Rwandan refugees to Uganda and the United Republic of Tanzania was thought to be the largest and most rapid movement in history. After UNICEF had pressed successfully for the preparation of an inter-agency contingency plan covering an exodus of a further 300,000 to 500,000 persons, over 1 million Rwandans fled into Goma, Zaire, at an astounding rate of 15,000 people an hour, even while the international community was still reeling from the first crisis. The situation initially overwhelmed the logistics capacity of United Nations agencies and of non-governmental organizations and called for the intervention of the United States and other country military contingents as the only entities with the equipment, manpower and experience to carry out the massive airlift that was required.

102. The effort in Goma underlined the importance of the UNICEF emergency supply package approach. Such "kits" or "packages" are already standard in UNICEF's emergency health sector, but the concept must now be broadened to cover water supply, sanitation, education and nutrition, as well as for operational needs such as communications equipment, transport and field office supply packages. UNICEF supply staff and specialists in the various programme sectors currently are developing innovative standardized supply "packages" appropriate for the initial stages of an emergency. In specialized areas where UNICEF may lack stockpiled supplies, such as telecommunications or vehicle fleets, the organization is breaking new ground, as well as pursuing the idea of establishing contractual arrangements with non-governmental organizations or suppliers that could make these packages available on short notice. Such arrangements could also be attractive to donors who may readily support these packages when they are administered by their own non-governmental organizations.

## F. Communications and security

103. In volatile complex emergency environments, a functioning communications system is vital to the emergency operation, including the security and safety of both staff and services. In the last few years UNICEF has invested significant resources to improve its internal security system by appointing a security

coordinator at headquarters and security officers at the regional level, as well as engaging the services of security consulting firms. Training workshops on security management, stockpiling of communications equipment and resorting to turnkey projects for the installation and management of communications systems have contributed to improving the systems. Nevertheless, there is still room for improvement. An experienced consultant in communications has just completed a review of the organization's communications system. The major recommendations include better network planning, personnel selection, technical specification, installation and selection, choice and management of communications systems, and more cost-effective inter-agency coordination and use of systems.

104. Implementation of those recommendations, coupled with the routine stockpiling of communications equipment matched to a turnkey project agreement with such bodies as the Norwegian Refugee Council or Swedrelief, will enhance UNICEF capacity to be better prepared for emergency.

## G. Information and media

105. Media visibility is crucial to fund-raising and the public perception of UNICEF success or shortcomings. From the outset, therefore, the information component must be a key ingredient in planning and implementing emergency programmes. Good visibility hinges on good and prompt programming. Experience in Rwanda shows that given the nature of major emergencies in which UNICEF is not a lead agency, the UNICEF programme must include specific interventions for children in which UNICEF can be identified in a leading hands-on role. An analysis of media coverage of the Rwanda emergency reveals that the bulk of media attention that UNICEF received related to its assistance to unaccompanied children.

106. Eighty per cent of the information on emergency situations is conveyed by the electronic media. However, television is expensive, and budgetary constraints can hamper the effectiveness of the UNICEF Division of Information to deal with this medium. UNICEF must be able to work closely with international and national television companies and satellite services such as Reuters Television, World Television Network, Cable News Network and the British Broadcasting Corporation. It is also crucial that the Division of Information be able to obtain its own footage immediately for use on television and by National Committees for UNICEF. Time is of the essence in these situations. In future, therefore, it is proposed that, from the outset of an emergency, funds should be allocated for information needs, as is the case for UNHCR and WFP. UNICEF's information capacity for emergency situations needs to be strengthened in both New York and Geneva, as well as in the field.

## H. Emergency manual and handbook

107. The revision and updating of the UNICEF Emergency Manual (Policies and Procedures Manual, Book E) and emergency handbook (Assisting in Emergencies: A Resource Handbook for UNICEF Staff) have continued. The process of review and consultation concerning policies, procedures and technical programme guidelines is taking into account the experience and lessons of current emergency

operations, notably in Rwanda, as well as more general developments since 1985/86, when the first editions were produced. As of November 1994, revised versions of four new chapters of the manual have been issued to the field for review and comments. These cover collaboration with non-governmental organizations; funding and fund-raising; establishing new (temporary) field offices; and inter-agency coordination. The revision of other chapters concerning essential policies and procedures, as well as of the detailed programme guidelines in relation to education, health, nutrition, water supply and sanitation, child care and social services, household needs and logistics, is under way. It is now expected to be completed in 1995.

## V. PROPORTION OF EMERGENCY EXPENDITURES THAT CONTRIBUTES TO MEETING UNICEF'S DEVELOPMENT OBJECTIVES

### A. Overview

108. At its May 1994 annual session, the Executive Board requested the Executive Director to report to the first regular session of 1995 on the proportion of emergency funding which also contributed to meeting UNICEF development objectives (see E/ICEF/1994/13 (Part III), decision 1994/A/5).

109. For the purpose of the present report, emergency funding expenditure is analysed and classified into three categories (see annex I). First, expenditure that meets the life-threatening needs and ensures the survival of children and women is classified as "relief". Secondly, expenditure that satisfies the relief needs but also contributes to activities that are expected to have long-term impact is classified as "relief/development". Thirdly, emergency expenditure that does not necessarily save lives or alleviate immediate needs but contributes to reducing vulnerability and increasing capacity in the long term is classified as "development expenditures". Based on this classification, corresponding items of expenditure are identified, as shown in annex II. The categorization took into consideration the nature of those items and their capacity to impart service or benefit to the various stages of the continuum over a given time-frame. To cite a few examples, a supplementary feeding programme is initiated to sustain the lives of children at a given point in time. Hence, it is considered a relief item. On the other hand, vaccines, while replenishable in nature, give lifelong protection to children and are therefore considered to contribute to development. Likewise, capital investment items such as water pumps when installed provide for the needs of the beneficiary population in the relief as well as the development phases.

### B. Case studies

110. Four countries at different stages of the emergency-recovery-development continuum during 1993 - Bosnia and Herzegovina, the Sudan, Mozambique and Bangladesh - were selected as case studies. Each of the countries has a unique emergency-cum-development profile. Still, in the midst of ethnic war that caused deaths and displaced and laid siege to hundreds of thousands of its citizens, Bosnia and Herzegovina's overriding concerns and needs continue to be protection, relief and the restoration of basic social services. In the Sudan,

the protracted war continues unabated without any prospect of a cease-fire. The relief needs are overwhelming in the south, but the rest of the country is implementing a normal UNICEF country programme of cooperation. Mozambique emerged from a devastating civil war and severe drought to embark on a programme of recovery, with support from the United Nations system, characterized by the resettlement of returnees, demobilization and multi-party democratic elections. Bangladesh, a developing country prone to natural disasters, has undertaken a major initiative to strengthen its disaster preparedness and prevention capacity.

111. In preparing the case studies, the Office of Emergency Programmes worked closely with the countries concerned, on the ground, to review their respective programmes, focusing on financial analysis. The classification and categorization of emergency expenditures served as the reference points for the exercise.

Bosnia and Herzegovina

112. As an agency concerned with both relief and development, UNICEF's basic strategy of relief assistance to Bosnia and Herzegovina was to integrate, whenever possible, elements of rehabilitation and recovery into emergency in a manner to build foundations for the accelerated restoration of basic services in the post-emergency era. To cope with the drastic decline in the health and nutritional status of the affected population, UNICEF's response in 1993 focused on the distribution of essential drugs, vaccination against immunizable childhood diseases and the organization of supplementary feeding programmes. However, the delivery of humanitarian aid was often halted by conflicts between opposing groups. As a partial solution, new clinics and hospitals were opened, with UNICEF assisting in the provision of basic equipment so that the population in inaccessible areas could be provided with basic health services locally. In addition to support to the basic structure, UNICEF also contributed to long-term development by supporting the transfer of new, low-cost techniques and technologies. In collaboration with WHO, UNICEF persuaded the Ministry of Health to adopt new vaccination procedures that do not require immunization against poliomyelitis, pertussis and diphtheria prior to anti-tuberculosis vaccination. In water supply, a new chlorination system using calcium hypochlorite and sophisticated leak detection equipment was installed in Sarajevo. Total emergency expenditures in Bosnia and Herzegovina in 1993 were $9.1 million, of which 80.4 per cent fell into the category of "relief", while the remaining 19.5 per cent could be classified as "relief/development" (see annexes II and III). Except for the introduction of the new technologies, the contribution of emergency expenditure to development in Bosnia and Herzegovina was negligible.

Sudan

113. The continued conflict in the Sudan in 1983 displaced a significant proportion of the population, including 500,000 refugees and 2 million displaced persons within the country. This massive displacement resulted in the collapse of agriculture and food production and led to famine, causing 250,000 deaths from starvation and diseases since 1988. OLS was established at the initiative of UNICEF's Executive Director; its underlying principle was neutrality,

transparency and accountability. Originally, areas under government control were serviced from Khartoum, while regions under the control of the Sudan People's Liberation Army were covered from Nairobi. Over time, with changes in military control of some areas, this dichotomy has become less clear. Under the United Nations consolidated inter-agency appeal for the Sudan, launched in 1993, UNICEF sought funds to continue relief operations to the displaced population, while implementing developmental activities with general resources approved by the Executive Board. UNICEF's emergency activities ranged from relief and shelter for displaced persons and unaccompanied minors, to water supply, sanitation and hygiene education, health care, nutrition and household food security, emergency education and logistics. Total emergency expenditures during 1993 for the Sudan were $25.4 million, of which 71.4 per cent could be categorized as "relief", while almost all of the remaining 28.1 per cent went to "relief/development" activities (see annexes II and III). Although in monetary terms, emergency expenditure in the Sudan contributed more to development than was the case in Bosnia and Herzegovina, it was still negligible.

Mozambique

114. The end of the war in Mozambique in 1992 coincided with the end of the severe drought which had affected particularly those rural households struggling for survival during the war. As security conditions steadily improved throughout the country in 1993, hundreds of thousands of refugees were encouraged to return home. Previously inaccessible areas were opened up for resettlement, bringing new opportunities for the delivery of humanitarian assistance to the most vulnerable groups of the population. The UNICEF emergency programme for 1993 was designed and implemented within the framework of the Consolidated Humanitarian Assistance Programme for fiscal 1993/94.

115. Main programme activities in 1993 included supplementary and therapeutic feeding; the distribution of seeds and agricultural tools to rural households and relief assistance to displaced families to and on their return to their zones of origin; institutional capacity-building; and collaboration with the programme of the United Nations Operation in Mozambique for the social reintegration of demobilized soldiers. Activities undertaken in 1993 have been incorporated into the new country programme for 1994-1998 to ensure a smooth transition to the post-war reconstruction and development process. In particular, the rural development programme has been designed to serve as the pivotal point of the reconstruction and development process. Using the area-based approach, the programme aims to create and reinforce rural community capacities to enhance household food security and restore basic services in health, nutrition, water supply and sanitation and education. Emergency expenditures during 1993 in Mozambique totalled $12.5 million, of which 60.5 per cent can be categorized as "relief/development", while the "relief" expenditure comprised only 26.9 per cent of the total. In addition, 12.6 per cent of the expenditure was classified as "development" (see annexes II and III).

Bangladesh

116. Activities in Bangladesh in 1993 were directed towards ensuring that in at least three disaster-prone districts, disaster action plans would be formulated

at district, thana (subdistrict) and union levels by 1995. To begin with, disaster management committees were set up with the participation of officials and workers at district, thana and union levels, who are introduced to the important concepts of disaster preparedness and the basic principles of disaster management planning. Another important activity of the emergency programme during 1993 was strengthening capacities to cope with emergencies, particularly the diarrhoeal epidemics that often accompany cyclone and flood emergencies. UNICEF assisted in strengthening domestic manufacturing and distribution of oral rehydration salts and drugs needed for diarrhoea control.

117. A total of $1 million was spent on emergency programmes in 1993. The largest share of emergency expenditure - 55.2 per cent - was in the "development" category, with 5 per cent of the expenditure classified as "relief" and the remaining 39.8 per cent as "relief/development" (see annexes II and III). Thus, in a stable country like Bangladesh, where adequate systematic precautions are being taken to build the national capacity for disaster preparedness and prevention, the proportion of emergency expenditures contributing to development is significant.

## C. Conclusion

118. The analysis showed some interesting patterns and correlations between the magnitude of the emergency, the level of emergency expenditure and its contribution to development. At the height of a complex emergency, most resources are consumed by the relief efforts. As the emergency stabilizes, more resources are invested to support relief assistance, which accounts for a significant portion of a rehabilitation programme. In a stable situation of rehabilitation, resources channelled for relief assistance contribute maximally to development.

119. Of the total UNICEF expenditure on emergencies of $223 million in 1993, about 80 per cent was allocated to the top 10 complex emergency countries. The largest portion of this expenditure was channelled to support relief activities in countries at the height of emergency, such as Afghanistan, Bosnia and Herzegovina, Liberia, Rwanda and Somalia. On the other hand, a significant portion went to fund relief-cum-development activities in Iraq and the Sudan. In the meantime, it is hoped that countries such as Ethiopia, Kenya and Mozambique, which are emerging from emergency situations, will benefit from the emergency, increasingly contributing also to rehabilitation, recovery and development.

ANNEX I

Categorization of UNICEF activities

| CATEGORY | ITEMS OF EXPENDITURE |
|---|---|
| 1. Relief | Transportation<br>Warehousing and other administrative costs for relief<br>Immediate survival items such as essential drugs and basic medical supplies<br>Supplementary and therapeutic feeding materials<br>Water purification tablets<br>Pots and pans<br>Shelter materials and blankets |
| 2. Relief/development | Cold-chain equipment for vaccinations<br>Hospital equipment<br>Drilling rigs, water tanks and water supply installations<br>Agricultural tools and seeds<br>Primary school supplies<br>School furniture<br>Strengthening capacity of national non-governmental organizations, transport and communication and office equipment transferred to national counterparts<br>Training and formulating plans of action for early warning and disaster management to enhance local capacities |
| 3. Development | Stockpiling of basic supplies<br>Reconstruction of health centres and schools<br>Training of government officials, national professionals, paraprofessionals and workers; advocacy; social mobilization; and contributing to the policy-making process |

ANNEX II

Emergency programme for 1993: classification of UNICEF expenditures

| | EXPENDITURES | | | |
|---|---|---|---|---|
| COUNTRY | RELIEF (Percentage) | RELIEF/ DEVELOPMENT (Percentage) | DEVELOPMENT (Percentage) | TOTAL (US$ millions) |
| Bosnia and Herzegovina | 80.4 | 19.5 | 0.1 | 9.1 |
| Sudan | 71.4 | 28.1 | 0.5 | 25.4 |
| Mozambique | 26.9 | 60.5 | 12.6 | 12.5 |
| Bangladesh | 5.0 | 39.8 | 55.2 | 1.0 |

# ANNEX III

## UNICEF Emergency Programmes, 1993

### Relief and development expenditure